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ABSTRACT

The purposes of this working paper are to analyze the changes in the family which necessitate substantial out-of-home care for Wisconsin's preschool and school-age children, and to propose a plan for action promoting high quality child care in the 1980s for these children. Section I documents changes affecting the family over the last thirty years, such as increases in mothers in the work force, divorce, and one parent families, which have led to the rapid growth of out-of-home care of preschool and older children. Section II explores the latest research on the effects of day care on child development. Based on the research, three conclusions are drawn: (1) there are no significant differences in the development of children of working and non-working families; (2) high quality child care can have lasting, positive effects on children; and (3) public support for high quality care is cost-effective. Section III sets forth eight principles for building a quality child care system and recommends actions to meet each principle. These recommendations call for parental access to high quality child care facilities, a sliding scale of fees for families enrolled in child care programs, a range of child care options for parents, an upgrading of the present quality of child care programs, adequate wages and working conditions for child care employees, the mainstreaming of handicapped children into the programs, regulations to ensure the health and safety of children in the programs, and the implementation of a state child care unit to plan and develop child care policies and programs. (Author/MP)

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Child Care In Wisconsin
A Planning Paper For The 1980s

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Prepared by:

David B. Edie, Executive Director
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The purposes of this working paper are to analyze the changes in the family which necessitate substantial out-of-home care for Wisconsin's preschool children, and to propose a plan for action promoting quality child care for Wisconsin's children of the eighties.

Introduction

Wisconsin Early Childhood Association, Inc., has developed this position paper to encourage public discussion about how out-of-home child care needs can be met for Wisconsin's children in the next decade.

We believe that change in the family has occurred so rapidly that the general public is just beginning to understand the extent of the impact on our children.

We urge the development of a public and private sector partnership to establish sufficient support for working families who need quality care for their children.

What is WECA?

The Wisconsin Early Childhood Association, Inc. (WECA) is a non-profit organization with a membership consisting of over 1200 educators, early childhood program staff, parents, social service workers, and other child advocates.

WECA is governed by a 16-member Board with officers elected by the membership, organizational representatives, and regional representatives from each section of the state. WECA operates in cooperation with UW-Extension Programs in Education.

WECA's Three Action Areas

Communication: We serve as a communication network and information source for groups and individuals who are interested in the continued improvement of the care, education, and development of young children.

Advocacy: We provide a voice for young children in areas of public concern.

Education: We develop training events for people who wish to become more knowledgeable about the care, education, and development of young children.

WECA is working hard to improve and increase child development services, and supports improved health/nutrition services, parent support programs, and services to young handicapped children.

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Content Summary

Section I: Changes in the Family and Work Force

This section documents the radical changes affecting the family over the last thirty years, namely the extraordinary increases in mothers in the work force, divorce and single parent families. These increases have led to rapid growth of out-of home care of preschool and older children.

Section II: Quality Child Care as a Preventive Service

This section explores the latest research on the effects of day care on child development. Conclusions:

1. There are no significant differences in the development of children of working and non-working families.
2. Quality child care can have lasting positive effects on children, and public support for quality care is cost-effective.

Section III: Recommendations

This section sets forth eight principles for building a quality child care system, and recommends action to meet each principle.

Goal: to assure that all families with young children needing child day care have access to quality services which meet their children's developmental needs.

Principles and Recommendations

Principle A: Availability of Quality Facilities

1. Increase through legislation the amount available in start up funds to day care facilities.

2. Expand the scope of start up funds to include ongoing improvement of child care facilities.

3. Study the effects of zoning regulations.

Principle B: Sliding Scale of Fees for Child Care

1. Make state funds available through legislation to supplement Title XX funds for child day care.

2. Enforce uniform eligibility guidelines for Title XX.

3. Establish state child care tax credit policy.

Principle C: Options Available to Parents

1. Establish child care information and referral centers for parents.

2. Develop a family day care registration system for homes serving 6 children or less (see Principle G, 1.).

Principle D: Upgrading Quality of Care

1. Establish policies which make all Title XX day care providers eligible for Title XX Training funds.

2. Develop a state plan for training of child day care providers.

3. Provide Technical assistance to child care programs.

Principle E: Decent Wages for Workers

1. Set Title XX rates high enough to pay decent salaries.

2. Study day care worker conditions.

Principle F: Mainstreaming Handicapped

The Department of Health and Social Services and the Department of Public Instruction should develop joint policies and procedures so that handicapped pre-

school children can be mainstreamed into existing part- and full-day preschool programs.

Principle G: Protecting Health and Safety of Children

1. Develop a family day care registration system for homes serving 6 children or less (see Principle C, 2.).
2. Change licensing laws and rules to apply to all child care providers without exception.
3. Change statutes to provide DHSS with sufficient authority to enforce licensing laws.

Principle H: State Child Care Unit

Establish a day care/early childhood development unit within the Department of Health and Social Services responsible for planning, policy, technical assistance, public information, evaluation, and coordination.

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SECTION I: CHANGES IN THE FAMILY AND WORK FORCE

The need for child care out of the home has grown dramatically within the last quarter century.

Since World War II the American family has been undergoing rapid and radical change. Today it is significantly different from what it was a quarter of a century ago. In Wisconsin change in the family has for the most part paralleled national trends. Among the most dramatic changes have been the increase in working mothers, the rise in single parent families, and the decrease in the number of adults in the home.

National Trends

Working Mothers

Mothers have been entering the work force in rapidly increasing numbers since the 40's. The change has been particularly significant for mothers with children under six. Over one-third of all married women with children under six were in the labor force in 1974, three times as high as in 1948.[1]

An Urban Institute study released in the fall of 1979 predicts even more rapid change by 1990.[2] According to economist Ralph Smith, half of all mothers with children under six are expected to be in the work force by 1990. The number of children under six with working mothers will grow dramatically, according to the report, from 5.5 million in 1970 to 10.4 million in 1990, nearly doubling in 20 years. Smith predicts that by 1990 only one in four mothers will be home with their children on a full-time basis.

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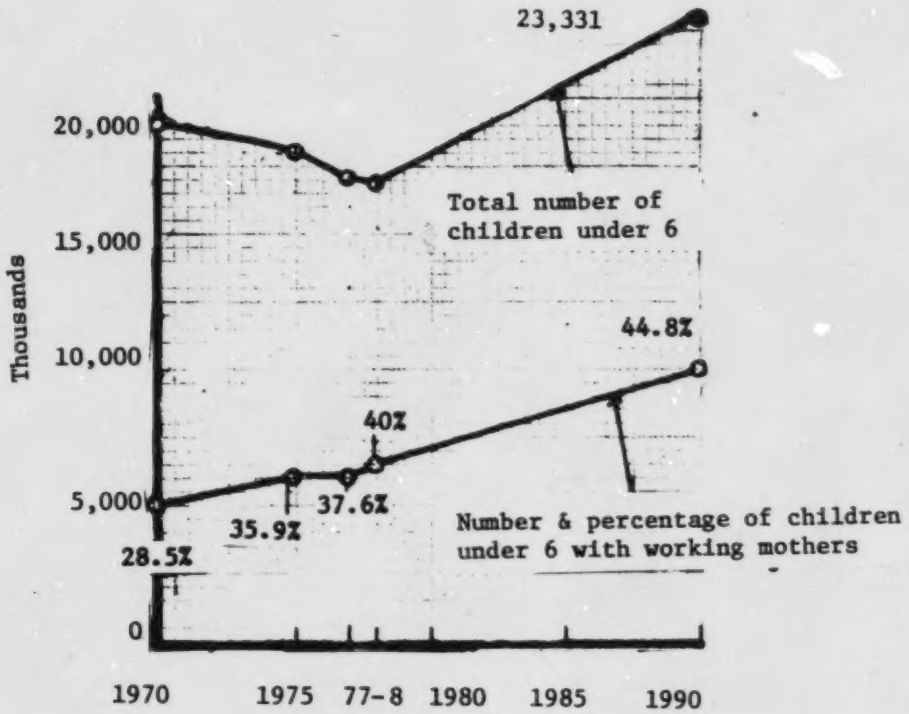
[1] Urie Bronfenbrenner, "The Family Circle: A Study in Fragmentation," Elementary Principal, May/June 1976, p. 12.

[2] The Subtle Revolution, The Urban Institute, Washington, 1979.

Figure 1

Number of children under six, U.S.;
Number and percentage of children under
six with working mothers, U.S., 1970-1990.



Source: Day Care & Child Development Reports, Vol. 8 #19, 10/8/79 and Monthly Labor Review, 10/79, p. 41. (Estimated for 1970, 1975, 1977, and 1978, projected for 1990.

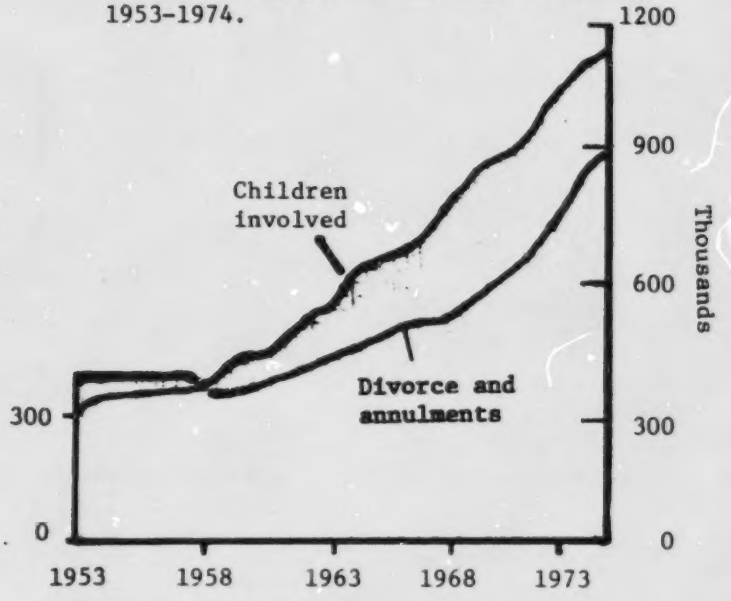
Figure 1 clearly shows that even while the number of children under 6 declined in the seventies, the percentage of children with working mothers jumped over ten percentage points. The number of children with working mothers is expected to nearly double in the eighties.

Divorce Rate

The United States has the highest divorce rate in the world. The number of children affected by divorce has tripled in the last quarter century. While the divorce rate began to level off somewhat in the late 70's, the rate remains high and the potential impact on children disturbing.

Figure 2

National divorces and annulments and estimated number of children involved: 1953-1974.



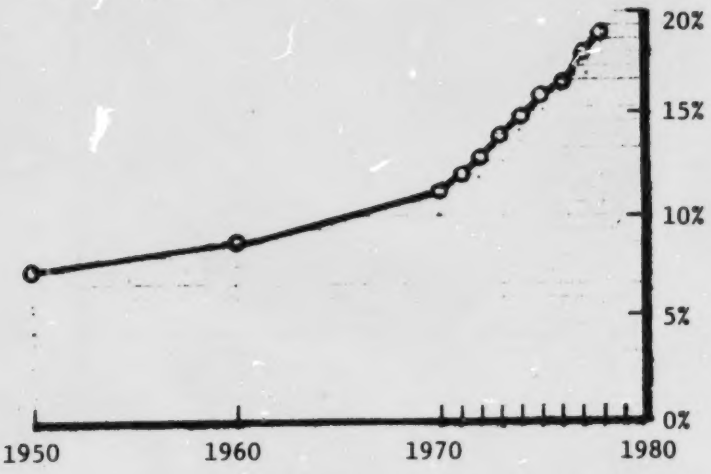
Source: Social Indicators. 1976, Bureau of the Census, 12/77.

More Single Parent Families

The number of children living in single parent families has doubled in the last quarter century, so that by the mid-70's one of six children were living with single parents.[3] Many experts are now predicting that as many as 50% of children born in the 70's will spend some part of their childhood in single parent families.

Figure 3

One-parent families as percent of all families; 1950-1978, U.S.



Source: Monthly Labor Review, 10/79, *Working Mothers in the 1970's.*

[3]Bronfenbrenner, U. Op. cit., p. 13.

Fewer Adults in the Home

As more mothers go to work, the number of adults in the home who could care for preschool children has decreased. "Extended" families are now rare. Working parents are increasingly having to seek child care outside of their household.

According to researcher Urie Bronfenbrenner, the number of adults per household has dropped steadily over the last quarter century, and the decline has been greatest for families with young children. Bronfenbrenner concludes:

> For the nation as a whole, our analysis of changes in the American family over the past quarter century reveals progressive fragmentation and isolation of the family in its child rearing role. The changes have been most rapid among younger families with younger children. . . but the general trend applies to all strata of the society.[4]

Clearly the changes in the American family have affected child-rearing styles substantially. For economic and other reasons, a growing number of our children are being cared for out of the home for substantial portions of the day. The changes do not necessarily represent negative impact on children. However, at the very least, these changes point to the need for adjustments in our traditional child rearing patterns.

Wisconsin Trends

Working Mothers

Wisconsin figures parallel national statistics on children with working mothers, with Wisconsin figures slightly higher in most categories.

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[4]Bronfenbrenner, U., Op. cit., p. 19.

Nationally 45.6% of all children under 18 in 1976 had mothers in the work force, while 48.3% of Wisconsin children had working mothers. Again, Wisconsin showed a greater percentage of children under 6 with mothers in the work force (39.0%) than the national average (36.5%).

Numbers of Children with Mother in the Labor Force, Wisconsin, 1976

	Age of Child 1976		
	Total Under 18	Under 6 Years	6-17 Years
Total Children	1,413,831	391,729	1,022,702
Mother in Labor Force	683,930	153,017	530,913
% in Labor Force	48.3	39.0	51.9
Mother Not in Labor Force	702,515	238,712	491,189

Source: Family Functioning in Wisconsin: A Picture Derived from Social Indicators. Part II of a Taxonomy for Family Impact, by Beverly Scholtes, DHSS, 8/79.

According to a recent report, Wisconsin and national statistics on working mothers are very similar:

> The data...suggest that there is little divergence between the state of Wisconsin and the nation in terms of the labor force participation of mothers. Wisconsin, however, appears to be slightly higher than the nation in most categories. Nationally 45.6% of all children under 18 had mothers who were active in the labor force while 48.3% of Wisconsin children had working mothers. The breakdowns for the state and nation are extremely close, with slightly over a third of all children under 6 and about one half of children 6 to 17 having working mothers both in the state and in the nation.[5]

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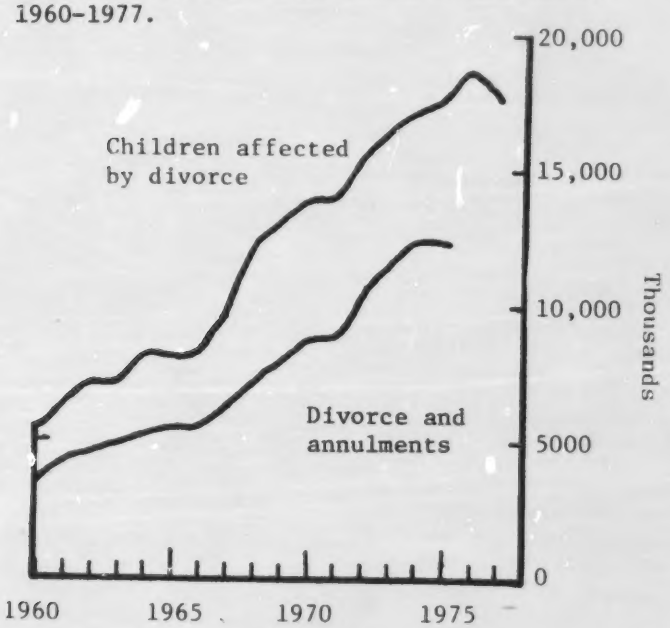
[5]Patricia Spakes, The Status of Families in Wisconsin, Addendum to Part I, Department of Health and Social Services, Madison, 1979, p.6.

Divorce

Wisconsin's divorce rate has been increasing rapidly since 1967, from 1.4 per 1,000 population to 3.2 in 1977. The number of children affected by divorce has more than tripled since 1960, from 5,585 to 18,721 in 1976.[6]

Figure 4

Children affected by divorce in Wisconsin and divorces and annulments in Wisconsin; 1960-1977.



Source: Family Functioning in Wisconsin; A Picture Derived from Social Indicators, Beverly Scholtes, DHSS, 8/79.

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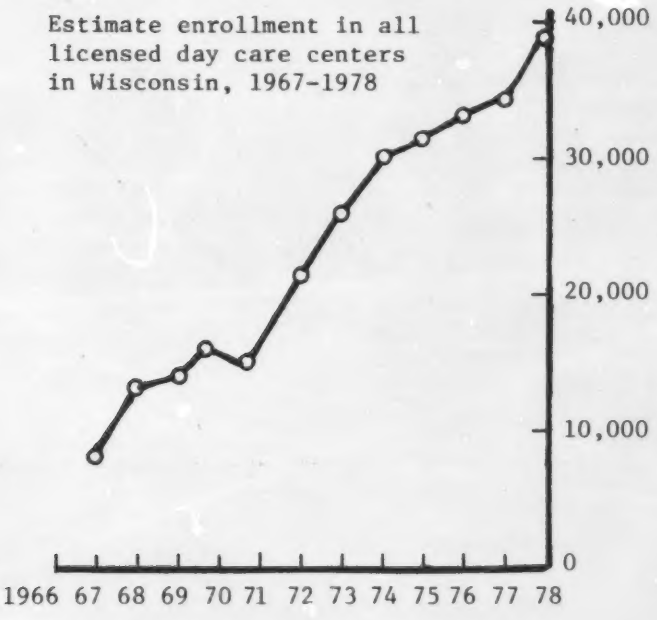
[6] National and Wisconsin Statistics Relating to Marriage, Divorce and Family Violence, Info. memo 78-28, Wisconsin Legislative Council Staff Madison, Wisconsin, July 11, 1978, p. 11.

Growth in Licensed Child Day Care

In order to meet the growing demand, the number of state licensed day care centers in Wisconsin has grown steadily in the last decade. Full day enrollment has increased 726% between 1967 and 1978, but still only 7.5% of all children under 6 are served by licensed care.

Figure 5



Source; Child Care in Wisconsin, Working Paper by Welfare Reform Study Staff, DHSS, 2/79, p.3.

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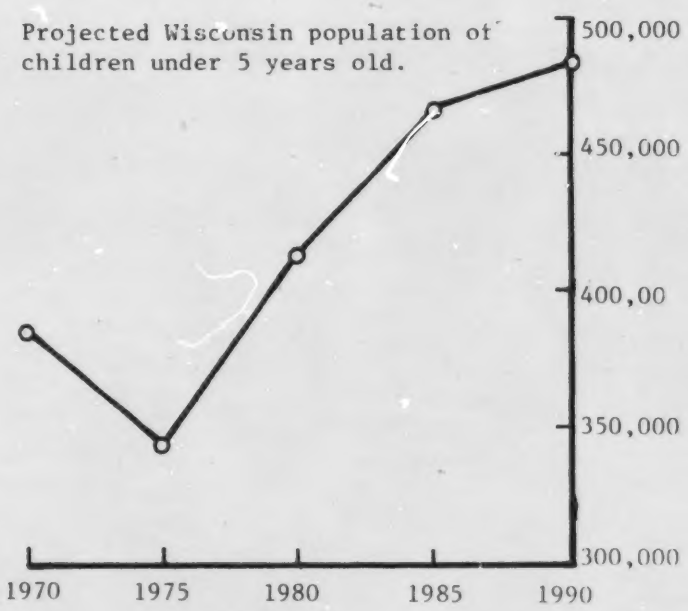
[7] Child Care in Wisconsin, Working Paper, Welfare Reform Study, DHSS. February 1979, p. 3.

This rapid increase in use of licensed child care has occurred in all regions of the state, with the Northern, Western and Southeastern regions growing at the highest rates between 1974 and 1978.

Baby Boomlet Predicted

Despite the rapid growth of licensed child care in Wisconsin, child care facilities are likely to be unable to meet the growth in demand in the 80's. A major reason for this, along with the increase in working mothers, is the projected growth in preschool population in the next decade. The baby boom generation is now expected to create a baby boom of its own as that generation enters child bearing years. An over 33% increase in Wisconsin population under five is expected by 1990:

Figure 6



Source; Wisconsin Population Projections, June 1975, p.45. 1970 from Census of Population, 1975-90 populations are projections.

This increased preschool population coupled with expected increases in working mothers will increase demand for child care services substantially.

Implications for Society

Families no longer easily fit the traditional stereotype with a working father and a mother at home caring for the children. Women are entering the work force in rapidly increasing numbers, primarily for economic reasons. At the national level, two thirds of the working mothers are either single or have husbands who earn less than $10,000 per year, and therefore must work to support their families.[8]

Not only do Wisconsin mothers work for economic reasons, but also because their talents and skills are needed in our economy. Women occupy the majority of the service-providing positions in Wisconsin, as well as many of the professional, technical, managerial, agricultural, and craft occupations.

Whatever the reason, women in the work force are now a permanent fact.

However, more and more working parents are having difficulty finding satisfactory child care arrangements, as relative and neighbor arrangements can no longer meet the growing demand for care. Most families cannot afford to pay for in-home care by an individual caregiver.

Thus, more and more child care in Wisconsin will be done in more organized settings: nursery schools, family day care homes, day care centers.

It should be noted that this paper has primarily concentrated on the needs of working parents for quality child care services because the growth in this area has been so rapid. However, we should recognize that along with this trend of child care for working mothers, we are also seeing an increase in the use

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[8] Gary Winget, A Working Paper on Child Day Care Policy Proposals for the State of Minnesota, June 29, 1978, p. 2.

of out-of-home preschool services by families with a parent at home who want their children to have the social and intellectual stimulation a good preschool program offers. A substantial portion of enrollment in licensed day care centers is from families choosing a nursery school experience for their children for developmental reasons.

At any rate, for a variety of reasons families in rapidly growing numbers are using out-of-home organized settings to support them in their child-rearing task.

The question is not: do we like this change in the way families are dealing with child care? The change is a fact. The question is: What can our community do to ensure quality care for our children?

As this change occurs, we believe the State of Wisconsin, particularly the Department of Health and Social Services, needs to adopt a series of short- and long-range strategies and policies regarding child day care in order to ensure the availability of quality care for our young children.

SECTION II: QUALITY CHILD CARE AS A PREVENTIVE SERVICE

As more and more children are cared for in day care centers and nursery schools for part or all of the day, we must ask: What is the effect of this care on their development?

Is Day Care Harmful? Research Says No.

According to a wide variety of research studies, no consistent and significant differences in the development of children of working and non-working mothers have been found.

In a recent review of research on the impact of day care on children's development, researchers Belsky and Steinberg conclude that earlier fears that children would be emotionally harmed by care outside the home do not seem warranted:

> Again and again researchers have discerned no differences in the mother-child bond between children in day care and home-reared children.[9]

Furthermore, research is showing that children of mothers who freely choose to work outside the home are better off, other things equal, than the children of mothers who stay home but are dissatisfied with fulltime mothering and homemaking.[10] Of course child care which fails to meet children's developmental needs can be harmful.

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[9] Belsky, J. and Steinberg, L., "What Does Research Teach Us About Day Care A Follow Up Report, Children Today, July/August 1979, p. 22.

[10] Clarke-Steward, A., "The American Family Drama," an address delivered at WECA Convention, April 26, 1979, unpublished.

While little research is available on the effects of day care of varying quality, most experts agree that custodial child care which does not offer sufficient warmth, interaction and stimulation can be damaging to children's development.

The research on the effects of day care on children's development, therefore, needs to be analyzed with caution:

> The research literature is unanimous in finding that high-quality child care does not harm children, but this conclusion does not mean we can breathe a sigh of relief and turn to other issues. First, not all children receive high-quality care. Second, children with special problems or needs may require the kind of attention that only parents may be motivated to provide.[11]

Thus research shows that quality day care has no serious harmful effects, but that this finding cannot be generalized to cover all day care settings.

This leads us to ask: What are the positive effects of quality child care programs?

What Are the Positive Effects of Day Care?

There is growing evidence that quality child care can have lasting positive effects on children's development. Belsky and Steinberg conclude:

> For economically disadvantaged children, however, day care may have an enduring positive effect, for it appears that such day care experience may attentuate declines in test scores typically associated with high-risk populations after 18 months of age.[12]

Research has for some time established the crucial importance of the first six years in the development of a child, and recent studies indicate that an investment in quality early childhood programs is cost effective. A study of long term effects of preschool programs on students being completed by Dr. Irving Lazar's Consortium on Developmental Continuity is providing strong evidence that

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[11] Moore, K.A. and Hofferth, S.L., "Women and Their Children," The Subtle Revolution, ed. Ralph E. Smith, 1979, p. 151.

early childhood programs can have long-lasting positive effects and be cost-effective.[13] Quality programs significantly reduce the need for expensive special education and grade retention in later years for disadvantaged children. Day care services also help reduce welfare rolls by enabling parents to work. There is mounting evidence which demonstrates that providing quality child care to families who need it is a sensible investment in the healthy development of our children, and can help prevent serious problems in later years.

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[12] Belsky and Steinberg, op. cit.

[13] Lazar, I.; Hubbell, V.R., Murray, H.; Rosche, M.; and Royce, J. The Persistence of Preschool Effects: A Long-Term Followup of Fourteen Infant and Preschool Experiments. Ithaca, N.Y.: Community Service Laboratory, New York State College of Human Ecology, Cornell University, September, 1977.

SECTION III: RECOMMENDATIONS

GOAL

Given the rapidly growing need for child day care services and the potential preventive impact of quality care, Wisconsin should develop a coherent set of strategies and policies for the 1980's. Some of the challenges facing us can be met by private sector action. Some may require changes in government policy or statutes. Many call for cooperation between the public and private sector.

The State of Wisconsin's goal should be to assure that all families with young children needing child day care have access to quality services which meet their children's developmental needs.

Steps toward meeting this goal of developing a quality child care system should be based on the following assumptions:

1. The family is the primary and most fundamental influence on child development. Child care services should be viewed as supplemental care which supports the family.

2. The first six years are critical to all aspects of human development: physical, social, emotional and intellectual. The quality of care received during these years can have substantial impact on later capabilities and achievement.

3. The quality of care can be influenced positively by support and training networks available to caregivers.

PRINCIPLES AND RECOMMENDATIONS FOR ACTION

Several guiding principles define the components of a quality child care system. Below are eight guiding principles, each accompanied by specific recommendations for action.

PRINCIPLE A

AVAILABILITY OF QUALITY FACILITIES

Parents need access to quality child care facilities.

RECOMMENDED:

1. Increase through legislation the amount available in start up funds to day care facilities.

At present only $15,000 per region in start up funds is available to help with the start up costs of new day care homes and centers. At least $50,000 per region is needed if start up funds are to have any significant impact (6 regions x $50,000 = $300,000).

2. Expand the scope of start up funds to include ongoing improvement of child care facilities.

Start up funds can presently be used only for new facilities. In many cases the improvement and further development of an ongoing program's facility is a preferable investment. Guidelines for the use of start up funds should include capital improvements.

3. Study the effect of zoning regulations.

We need to know the impact of zoning regulations around the state on child care. Are day care homes restricted to industrial zones? Are zoning laws discouraging development of child care programs easily accessible to parents?

PRINCIPLE B

SLIDING SCALE OF FEES FOR CHILD CARE

Families should not have to sacrifice essential goods in order to purchase child day care; fees should be set on a sliding scale, according to ability to pay. Eligibility for public subsidy should be uniform statewide to ensure equity from county to county.

RECOMMENDED:

1. Make state funds available through legislation to supplement Title XX funds for child day care.

Under present conditions, many working families cannot afford the costs of child care services. While low income families are eligible for Title XX support (those under 70% of State median income - $14,076 for a family of four), and higher income families can afford child care and benefit from tax policies, marginal-income families (between 70% and 90% of median income) cannot afford quality child day care. As families move off welfare rolls, they find that a combination of new housing, health and child care costs leaves them with no more

expendable income and less protection for their families. Frequently they are forced to leave their children in substandard care for economic reasons. We propose that State funds be appropriated to reduce according to a sliding fee schedule the costs of child care for families in the 70 - 90% of median income range. Because only a portion of the cost of care would be subsidized, a reasonable appropriation could serve many families. Similar sliding scales have been established in at least 9 other states. Evidence from several studies indicate that such a program reduces welfare costs and generates taxes which more than cover the cost of the subsidy. A sliding scale subsidy is cost efficient and helps families provide quality care for their children. Suggested appropriation: $1.5 million.

2. Enforce uniform eligibility guidelines for Title XX.

Sufficient monitoring is necessary to ensure that all counties are following uniform eligibility guidelines for child day care funded through Title XX.

3. Establish state child care tax credit policy.

To assist families in meeting the child care costs, the State of Wisconsin should institute a child care tax credit for lower and moderate income families. A coherent policy of child care tax credit combined with a sliding scale of fees could help all families provide for their child care needs.

PRINCIPLE C

OPTIONS AVAILABLE TO PARENTS

A range of child care options should be available to parents (in-home, family day care, part- and

full-day center care, nursery schools, Head Start, after-school care), and parents need access to information about these options.

RECOMMENDED:

1. Establish child care information and referral centers for parents.

Seed money is needed through state or county sources to establish referral systems for parents. Several models for such a system are available, including Community Coordinated Child Care (4-Cs) in Dane County, and The Childcare Switch Board in Berkeley, California.

2. Develop a family day care registration system for homes serving 6 children or less.

A registration system would improve immeasurably information to parents about available care. At present parents have little or no information about unlicensed care, even though close to 80% of children cared for outside the home are in unlicensed settings. A registration system also provides for parent monitoring of unlicensed child care settings to protect children in out-of-home care (see Principle G, Recommendation 1).

Such a registration system was recommended in a 1978 DHSS Child Care Licensing Study, and has been successfully implemented in Michigan, Texas, and other states.

PRINCIPLE D

UPGRADING OF QUALITY OF CARE

Families should have access to quality child care programs with staff trained to meet the developmental needs of children.

RECOMMENDED:

1. Establish policies so that all Title XX day care providers are eligible for Title XX Training funds.

At present the majority of Title XX day care providers are ineligib[le] Title XX training because their agencies do not have contracts to deliv[er] XX services. In most Wisconsin counties parents receive a Title XX vouch[er] payment for child care, and agencies do not have contracts. A policy requi[ring] contracts should be established: if such a policy is not feasible, other avenues should be explored to ensure eligibility for training of day care providers.

2. Develop a state plan for training child day care workers

A state plan for training of child care workers is needed to ensure sufficient support of public and private non-profit training agencies. A diversified statewide training network is necessary to meet growing training needs. A recent four year study, the National Day Care Study, concluded that specialized training was linked to quality care. Proposed Federal HEW Day Care Requirements mandates pre-service and continuing training for day care

workers, and proposed state rules require a minimum of 40 hours of continuing training every three years. Effective planning is necessary if these training needs are to be met.

3. Provide technical assistance to child care programs.

A network of field workers is needed to provide technical assistance to child care programs. Such support assists programs in upgrading their program quality. Wisconsin should provide supplemental funding to private sector non-profit agencies which provide support services to child care programs.

PRINCIPLE E

DECENT WAGES FOR WORKERS

Child care workers are entitled to adequate wages and conditions.

RECOMMENDED:

1. Set Title XX rates high enough to pay adequate salaries

According to available data, most child care workers are paid at or near minimum wage levels with few fringe benefits. Title XX rates should be set high enough to pay trained experienced staff a living wage and to cover adequate fringe benefits. Without decent staff benefits, day care programs will be unable to attract and maintain competent staff members.

2. Study day care worker conditions.

A statewide study of worker conditions should be carried out providing information on worker salary and benefit levels, educational background, and training needs.

PRINCIPLE F

MAINSTREAMING HANDICAPPED

Handicapped preschool children should have the opportunity for peer interaction with non-handicapped children, where appropriate.

RECOMMENDED:

The Department of Health and Social Services and the Department of Public Instruction should develop joint policies and procedures so that handicapped preschool children can be mainstreamed into existing part- and full-day preschool programs.

A number of administrative barriers must be resolved before widescale mainstreaming can take place, ranging from teacher certification to building use. Also requiring attention is the need for day care services by families with handicapped children.

PRINCIPLE G

PROTECT HEALTH AND SAFETY OF CHILDREN

Out-of-home child care needs to be sufficiently regulated to ensure the health and safety of Wisconsin's children.

RECOMMENDED:

1. Develop a family day care registration system for homes serving 6 children or less (see Principle C, Recommendation 2).

Registration is a form of regulation. In registration, the emphasis is placed on the establishment of minimum standards for the care of children and on the education of the public regarding those standards so that parents, providers and communities can monitor the care of children. The role of the state in a registration system is significantly different than the role of the state in other forms of licensing. Homes are not visited and checked out prior to registration, as would happen in licensing. Instead the provider certifies that s/he meets the established standards.

Present licensing statutes require that no person shall provide for the care and supervision of four or more children unless licensed. This proposed registration system would decrease the number of providers needing to meet detailed and costly licensing regulations, and would provide for a parent-monitored protection system for children in unlicensed care.

2. Change licensing laws and rules to apply to all child care providers without exception.

Present licensing statutes (S.48.65) exempt YMCAs and parochial schools. The statutes should be changed so that no out-of-home providers are exempted, to provide for uniform protection of children.

3. Change statutes to provide DHSS with sufficient authority to enforce licensing laws.

The statutes should be changed to authorize the Department of Health and Social Services to use a range of sanctions and penalties in enforcing licensing laws. The Department has had difficulty closing programs operating in clear violation of the law. Recommendations on statute change to increase DHSS enforcement capacity were detailed in the 1978 Child Care Licensing Study.

PRINCIPLE H

STATE CHILD CARE UNIT

The State of Wisconsin needs a unit to plan and implement statewide child care policies and programs.

RECOMMENDED:

Establish a day care/early childhood development unit within the Department of Health and Social Services for planning policy, technical assistance, public information, evaluation and coordination.

While child care programs have largely developed in the private sector, the State, through the Department of Health and Social Services, has clear responsibilities for licensing, Title XX funding, and a range of other programs relating to child care. Despite several studies and an Assembly bill since 1974 all pointing to the need for a central office of child development or similar mechanism, Wisconsin still does not have such an office.

Even though the Department of Health and Social Services administers over $14 million in day care subsidies through Title XX, AFDC, and WIN programs, the Department has only one day care coordinator and a part-time policy analyst dealing primarily with day care policy and issues.

Certainly nearly all services to children and families are delivered at the local level. But if Wisconsin is to build an effective network of child care programs, a governmental unit at the state level is necessary for planning, policy development, needs assessment, public input and information, program evaluation, and funding coordination.

In comparison to other states in the region, Wisconsin is woefully inadequate in the public resources committed to child day care planning and coordination.

All the states in the region have licensing and certification sections However, with the exception of Indiana, every other state in the region has far more resources committed to quality child care:

Minnesota

-- appropriated 2.3 million dollars of state funds for day care expansion and technical assistance (Child Care Facilities Act).
-- appropriated 1.5 million over two years to fund a sliding scale of fees for day care.
-- has four full-time state staff to administer state funded day care programs and to develop policy and research services, and over thirty providing services other than licensing to local and regional levels.
-- funds over $500,000 of projects in early childhood through the Council on Quality Education.
-- provides approximately $400,000 in Title XX Training Funds to train day care staff.
-- budgeted 15% of Title XX funds for day care in fiscal year 1977.

Michigan

-- has 22 full-time day care staff in State Department of Social Services, dealing with policy, training and fiscal concerns.

-- has 160 child care intake/referral workers at county level with 20 supervisors.

-- provides $115,000 for a state 4-C Council (4-C = Community Coordinated Child Care).

-- provides over $900,000 in Title XX Training Funds for Day Care Training.

-- budgeted 22.9% of Title XX funds for day care for 1977.

Ohio

-- a full-time staff of seven in state day care service unit of the Bureau of Family and Children's Services to monitor day care expenditures, provide technical assistance to counties, and develop policy.

-- funds the Ohio Commission for Children with staff support.

-- budgeted 10.5% of Title XX Funds for day care in 1977.

Illinois

-- funds an Office of Child Development within the Department of Children and Family Services with 15 full time staff for planning, monitoring, technical assistance, and migrant day care.

-- provides 12 regional staff for technical assistance to day care programs.

-- staffs an active Day Care Advisory Committee

-- budgeted 29% of Title XX Funds for day care October 1975 - June, 1977.

Only Indiana, along with Wisconsin, lacks both an Office or Commission for Child Development and a day care unit with substantial staff and resources.

Model: North Carolina

A model state might be North Carolina, which has just established a day care unit within the Department of Human Resources with forty full-time staff providing the following services:

-- planning and evaluation

-- policy development

-- program development

-- training

-- fiscal

North Carolina provided over 2 million dollars in FY '79 Title XX Training Funds for day care training.

Wisconsin has made only minimal commitment in staff and resources to quality child care at the state level. Wisconsin projected only 4% of Federal Title XX funds for day care in its FY'79 State Plan. Furthermore, there is almost no state financial investment in child care with next to no funds going to child care, with the exception of programs for children with exceptional needs:

$90,000 in day care start up funds through DHSS

$825,000 for Special Education Needs through DPI

Otherwise, nearly all funding sources (Title XX, WIN, AFDC, Title I) are Federal Sources. The least the state can do is commit sufficient staff and resources to administer federally funded programs. Eventually a working child

care unit could move to facilitate coordination of children's services across Divisions and Departments. Twenty-five other states, according to the Education Commission of the States, have developed a coordinating mechanism for child and family services, ranging from offices for children to interagency councils to commissions on children and youth.[14] An effective child care unit is essential if our State is to make efficient use of public and private resources to make sure our children have a nurturing environment during their formative years.

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[14] Education Commission of the States, The State of the States: Coordinating Services for Children and Families, Denver, Colorado September 1977. p vii.

APPENDIX A: RECOMMENDATIONS OF CHILD CARE IN WISCONSIN, FEB, 1979

CHILD DAY CARE SERVICES: SUGGESTED RECOMMENDATIONS

I. Long Range Plan

That a universal and unified child care system with a uniform subsidy which incorporates a sliding fee schedule based on income and family size be developed in Wisconsin.

Title XX administrative system and sliding fee scale would be the proper model for such a combined system.

In the meantime the Department should take steps toward:

A. Coordinating the administration of separate child care funds programs that now exist (i.e., AFDC child care costs disregard, Title XX and WIN child care service). This task should be assigned to a single bureau.

B. Develop the most effective financial mechanism to pool sum certain Title XX funds, and sum sufficient AFDC grant funds, and WIN funds.

C. Set appropriate priorities in state and county planning of Title XX to assure that the access of income eligible persons to child care subsidy funds be insured in all counties and during all the calendar year.

D. Obtain staff resources to accommodate for the large increase in certification load that such a system would require.

In this context, one consideration could be to shift the certification function from the county to the regional level, and to develop this in conjunction with the family day care registration program (see recommendation II B 1).

II. Interim Steps

A. Information System

1. That the Department instruct the Office of Systems and Evaluation. DCS, to revise the current mechanism of data gathering on licensed child care to facilitate planning, monitoring and evaluation efforts, and that changes made include:

a. Obtain information on the age, type of enrollment (full day versus part day), and type of aid program (i.e., AFDC child care costs disregard, Title XX or WIN child care service) of children receiving public aid. For persons participating in Title XX program, it should also contain information on whether they are receiving full or partial support.

b. The revised mechanism should also contain information on the type of center (i.e., profit versus non-profit), their funding sources (e.g., CETA positions), whether they have private support sliding scale, waiting lists, the fees currently charged, the number of full time and part time teachers, and their average salary.

2. That the Department instruct the Bureau of Evaluation, DPB, to develop a comprehensive assessment of child care needs. The Department should seek the involvement in this effort or parents, providers and community child care advocate organizations.

3. That the Department instruct the Bureau of Fiscal Services to develop, in conjunction with the Bureau of Children, Youth, and Families, a revision of the current system by which the counties report their child care expenditures.

   This revision should seek to avoid overlaps and confusion between different reporting forms. Also, the reporting system should be made clear enough to enable to determine exactly how much is spent on direct services as opposed to start-up and expansion-improvement of services.

B. Planning and Monitoring

1. That the registration of family day care be made mandatory.

   This Committee endorses the recommendation to this effect of the Child Care Licensing Study Advisory Committee.

2. That to facilitate adequate record keeping, early detection of eventual under-utilization of available resources for child care services, and accurate and timely estimates of deficits or surpluses, the Department instruct the Bureau of Children, Youth and Families, in conjunction with regional personnel, to closely monitor on an on-going basis the use of available funds, and provide assistance to counties in the use of such funds.

3. That the Division of Economic Assistance immediately issue manual material clarifying reimbursement rates for child care expenses when public funds are involved which clearly state that, within the range specified in the manual, actual costs must be reimbursed in all cases.

   Furthermore, Compliance Monitoring Section of the Division of Economic Assistance, in conjunction with the Division of Community Services, should review the current system of reimbursement of child care expenses when public funds are involved to determine that the reimbursement rates listed in the manual reflect reasonable and customary charges for child care.

   Inconsistencies and confusion with regard to reimbursement rates between manuals (i.e., Income Maintenance Manual and County Administration Manual) should be eliminated.

   A mechanism should be available for timely review of rates so that they reflect changes in cost of living and minimum wage, and so that they respond to the need for upgrading the salaries of child care personnel. The Federal Interagency Day Care Requirements (FIDCR) provide a standard basis for reviewing costs and could be used to this effect.

4. That the Department instruct the Bureau of Children, Youth and Families to develop standards to insure that eligibility criteria for Title XX child care services be uniformly applied in all counties.

5. That the Department commit on-going staff resources to the Bureau of Children, Youth and Families currently charged with the responsibility for child care services. Staff committed should be commensurate with the responsibilities and decision making authority assigned in this area. It should be organized as a child care unit within the Bureau.

   The Bureau of Children, Youth and Families should be made responsible for coordinating child care services within the Department. Among its coordinating functions should be the monitoring of data gathering mechanisms, guiding efforts toward impoving the quality of child care services, promoting the development of needed kinds of services, the monitoring of reporting and tracking of child care expenditures, of reimbursement policies and the uniform application of administrative procedures in all counties. In these efforts the Bureau of Children, Youth and Families should seek the support of regional personnel.

   In addition, the Bureau of Children, Youth and Families should be charged with the responsibility of developing on an on-going basis policy with regard to the broader area of child care, particularly in connection with different alternatives for the subsidization of child care services. In these efforts the Bureau of Children, Youth and Families should work in conjunction with other units within the Department (e.g., Bureau of Planning, Bureau of Evaluation, Division of Economic Assistance).

6. That the Department commit regional staff resources as necessary to provide adequate support for the performance of the functions within the range of responsibility of the Bureau of Children, Youth and Families.

C. <u>System Development</u>

That the Department commit itself to enhance the child care system in Wisconsin in the following ways:

1. Develop a model child care provision contracts for use by all counties, to correct the shortcomings of past and present experiences with current contract systems.

2. Develop training programs for child care personnel to meet specific service needs (e.g., infant care, care of children with developmental disabilities, etc.). Training programs should be made available in all counties.

   More fully and effectively use Title XX training funds. The most appropriate use of Title XX training funds would be to make them directly available to child care personnel who need trianing.

3. Commit resources to promote, on a voluntary basis, greater parental involvement in all kinds of child care programs.

4. Facilitate parental involvement and a broader public understanding of the child care system by committing resources to develop an effective information and referral service and a long-range public information and education program on child care services.

These recommendations were made in a report entitled, Child Care in Wisconsin, a working paper prepared by the Welfare Reform Study Staff, Department of Health and Social Services, February, 1979, p.39-42.

APPENDIX B: RECOMMENDATIONS OF WI STATE DAY CARE ADVISORY COMMITTEE, DEC.1974

CONCLUSIONS AND RECOMMENDATIONS

This report has been made cognizant of and appears to be in harmony with current legislative activity on both the state and federal levels, namely the Select Committee proposed reorganization of the Department of Health and Social Services and re-drafting of the Children's Code at the state level and the Child and Family Services Act being proposed at the federal level.

This report defines the need for action and provides a primary recommendation and an alternative for implementing a state level coordinating agency for child care and related child development services in Wisconsin. The alternative recommendation suggests developing an office within the Department of Health and Social Services for coordinating child care services. The preferred option involves developing a child development council and office and a system of state and local councils designed to incorporate and build on existing state commitments. The real strength of this plan lies in the fact that state agencies, before they take action on child care issues, must have their plans and programs reviewed by a citizen committee. This approach, if it is implemented, would serve to provide the people of Wisconsin with a mechanism at the top level for review, planning and coordination of state services in this vital area. The design of this council and office would provide for the coordination of children's services in general in the State of Wisconsin.

We feel strongly that staffing and funding of this much needed service must be included in the 1975-77 state budget. We further understand that funding may be the most critical element in developing a state coordination mechanism, and recommend funding be developed through State General Revenue Sharing/ Revenue Sharing (general or categorical) or special funding through the Department of Health, Education and Welfare.

Throughout the development of this report and its recommendations relative to the need for improved coordination the Coordination Subcommittee and the committee-of-the-whole were frustrated by the parameters of their charge. It was extremely difficult to study child care/child development services and their need for coordination separate from all human services and educational services for children and families, as may be reflected in portions of this report and this appendix. It became very evident that a coordinating mechanism with a responsibility for all human/educational services for children and families be the ultimate goal toward which the State Day Care Committee and the Department of Health and Social Services should be working. The creation of the Wisconsin Child Development Council responsible to the governor (preferably) or the Office of Child Development responsible to the Secretary of the Department of Health and Social Services (alternatively) would, however, be a major step toward the ultimate goal.

These recommendations were made in Coordination of Child Care/Development Services, a report of the Wisconsin State Day Care Advisory Committee, Department of Health and Social Services, December 1974.

APPENDIX C: WECA PETITION TO GOVERNOR DREYFUS, 1979

Whereas young children are our most treasured resource, and cannot advocate for their own needs,

Whereas families are the most vital institution for the nurturing of children,

Whereas rapid societal change and the increasing diversity of family structure require creative and innovative approaches to our shared responsibility for the well-being of young children,

Whereas since 1974 five studies* by citizen commissions, professionals and public officials have indicated a lack of adequate services for young children as well as a failure of state and local government to coordinate and plan existing services, and these studies have effected no substantive change,

Now, therefore, we, the undersigned members of the WISCONSIN EARLY CHILDHOOD ASSOCIATION, and other concerned citizens, request that you initiate immediate action to establish within state government a contact point where parents, other child advocates, and providers of childrens services can gain timely information and express concerns.

Further, we request from you a commitment to the development of a state plan for children that embodies the concern of Wisconsin and its citizens for young children. We urge that this plan outline concrete activities and responsibilities of the state for the promotion of the well-being of young children and their families.

*WECA supports the development of a central unit within state government focusing on young children's services and charged with planning, setting policy, evaluating programs, assessing needs, coordinating funding sources, providing public education, and advocating for children.

The growth in child care demand and the need for a central office of child development or similar mechanism has been documented in several reports:

a. The Wisconsin State Day Care Advisory Committee, "On Coordination of Child Care/Child Development Services," 1974.
b. Wisconsin State Day Care Advisory Committee, "Who Cares for Our Children?", March 1976.
c. Wisconsin Task Force on State Coordination, "Wisconsin's Young Children: the Need for Action," February 1977.
d. "Wisconsin's Children: A Review of State Policies and Programs," University of Wisconsin research group coordinated by David Burke, in draft form, 1978.
e. Welfare Reform Study Staff, "Child Care in Wisconsin," in draft form, November 1978.

APPENDIX D: SB 572, A BILL TO CREATE A CHILD DEVELOPMENT BOARD, 1977

1977 SENATE BILL 572

September 26, 1977 – Introduced by COMMITTEE ON HUMAN SERVICES, by request of Task Force on Coordination of Services to Children and Families. Referred to Committee on Human Services.

(SB 572 was attached to the budget bill, AB 1220, in March 1978 as Amendment 186. The Amendment was defeated.)

AN ACT to amend 15.099; and to create 15.07 (5) (p), 15.56 and 15.561, 20.432 and subchapter XIX of chapter 48 of the statutes, relating to creating a child development coordinating board, granting rule-making authority and making an appropriation.

Analysis by the Legislative Reference Bureau

This bill creates an independent child development coordinating board consisting of 15 members, 3 of whom represent departments providing child development services, 2 of whom represent agencies which provide child development training, 2 of whom represent state children's services associations and 8 of whom are public members appointed by the governor for staggered 3-year terms. Public members receive compensation of $40 per day.

The purpose of the board is to promote services to young children and their families with particular emphasis on services to children under 7. The board serves as an interagency planning and coordinating body.

The board shall make policy recommendations, develop a children's services plan including a needs assessment, coordinate existing programs, provide budget advice and review, respond to federal proposals, monitor state programs, provide information, supply technical and other assistance, evaluate existing programs, promulgate rules for its own self-governing and establish committees and regional councils. State agencies are directed to consult and cooperate with the board.

The board appoints an executive director to administer the program and orders of the board. The director employs the necessary professional, clerical and technical staff.

For further information, see the fiscal estimate which will be printed as an appendix to the proposal.

BACKGROUND INFORMATION AND STATEMENT OF PROBLEM

Coordination of services to and for children in the State of Wisconsin has long been a problem and concern and some efforts have been taken toward coordination during the past three decades. Coordination of a kind was a side effect of the flow of Federal child welfare services funds into the State beginning in the late 1940's when administrators got together to decide how the funds were to be expended. Some coordination came about as the result of the creation of the Governor's Committee on Children and Youth in 1948 which was primarily responsible for planning and follow-up of the White House Conferences on Children and Youth. Among its other purposes the committee was to stimulate better coordination between agencies, organizations, and groups concerned with children and youth on local and state levels and help citizens become aware of the needs of children and youth and ways of meeting the needs. In 1971 the committee was renamed the Governor's Advocacy Committee on Children and Youth and a year later became independently staffed instead of being staffed by the Department of Health and Social Services.

In the early 1960's the State Day Care Advisory Committee was created to advise the then Division of Children and Youth (now Division of Family Services) on issues related to day care and child development. This committee was compose of representatives of other state agencies involved in providing, funding and regulating child care services as well as providers of such services and other citizen members. Later in the 1960's an inter-departmental effort primarily between the Department of Health and Social Services and the Department of Public Instruction evolved into the creation of a fledgling Wisconsin Panel on Early Childhood Programs. The Panel met over an extended period of time and drew up a coordinative plan that was not acceptable to participating administrators. Agency administrators met a few times in regard to coordination after the Panel was dissolved, but eventually this effort phased out.

The State Day Care Advisory Committee to the Department of Health and Social Services which was reconstituted in 1972 held statewide open hearings regarding child care/child development in 1973 and found coordination a major concern of those interviewed. Recommendations following those hearings resulted in the formation of the Subcommittee on Coordination which carried primary responsibility for developing this report. Historically, therefore, there have been attempts in the past to coordinate early childhood programs in Wisconsin. However, lack of coordination and discord between programs persist in the mid-1970's. Scattered services to children are found in state agencies of health, education, mental hygiene, social services, local affairs and development, agriculture, employment and others. A lack of central planning, analysis, management, service and advocacy for children exists and has contributed to wasteful and disruptive proliferation. The proliferation of services to children, often hidden within a department structure, makes it difficult to identify what services are offered, to whom and at what costs. Groups and agencies operating in isolation and independently dissipate and sometimes duplicate the time, energy, effort and money spent on early childhood. Lack of coordination persists primarily because there is no fixed point of responsibility.

Coordination -- whereby planning, analysis, management, services and advocacy for children are harmoniously brought together in an orderly and concerted effort -- will better serve children and ultimately all citizenry as supported in the following statements:

> "A needs assessment is necessary to developing a state plan for child care/child development services and can best be done by an organized coordinating body."

The Comprehensive Early Childhood Needs Assessment Committee of the Department of Public Instruction
December, 1974

> "We recommend a comprehensive state plan be developed which specifies the services to be delivered to all children, establishes priorities among the service programs, clearly defines objectives and methods of evaluating services, and uses these priorities and evaluations as a basis for funding commitments. . . . a system of providing child services be developed by which children's services are coordinated within the Department of Health and Social Services and coordinated with other public agencies and in which responsibilities and relationships are well defined."

Select Committee on Health and Social Services: Subcommittee on Children and Youth
November, 1974

> "There is a lack of adequate child and family services, and that there is a necessity for planning and operation of programs as partnership of parents, community, state and local governments, with appropriate federal supportive assistance."

Child and Family Services Act, 1974 (HR 15882) from an analysis of Section 2 of the Act.

> "During the past 10 years, increasing public demand for child development programs and the availability of Federal funds have prompted most states to expand educational, health, day care and other social services for children. As more children were served and programs expanded, conflicting Federal, state, and local ground rules for financing, administering, and operating the programs created a bureaucratic maze in almost every state. Typically, children's services were scattered among several state agencies and were administered in isolation from each other. What was missing, in one word, was coordination . . . while states struggle with the best way to coordinate their programs, the public wrestles with obtaining information from a confused bureaucracy. In many states, there is no central agency or office for information. One must contact several officials in a variety of agencies to find out what children's services are pending in state legislation. Information is often incomplete or contradictory."

Day Care and Child Development Reports, August, 1973. (Published biweekly by Plus Publications, Inc., Washington, D.C.)

"According to the testimony, the scattered and uncoordinated (state) governmental attempts at meeting the needs of children and families should be eliminated in favor of a central clearing house for policy making, financing, licensing, training, referrals, public education, and program development. Some suggested that an agency or office of child development should be established. Combining the issues of state licensing, the relationship of the state to the counties, and staff training, 59% of the participants implied a need for coordinated services."

Wisconsin Day Care Open Hearings. Report of the State Day Care Advisory Committee,
May, 1973

"An ideal system of day care services is a child development oriented system: public utility, available to all who choose to use it, administered locally by an elected child and family development board, to carry responsibility for the delivery of child development services including educational services, health and nutrition services and family and children's services to meet the individual needs of persons from birth to parenthood: responsible for developing a community coordinated plan for child development services taking advantage of every kind of competent organization, both public and private, that offers services to children and families in order to develop a plan which meets the full range of children's needs.

The present system falls short of the ideal in that: it is not a coordinated system with interagency and parent participation in planning. There is no state plan across the board, no State Council for Child Development and Family Services exists."

Key Issue Study, Department of Health and Social Services
July, 1972

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